

1952  
Op 8

AN ANALYSIS OF  
THE VOCATIONAL EDUCATION PROGRAMS OF  
SIX MIDDLE WESTERN STATES

BY  
GORDON W. OPEL, B. C. S.

24 August 1952  
FIELD REPORT

Submitted in Partial Fulfillment of the Requirements  
for the Degree of Master of Science in Education  
in Drake University

*Harold C. Ballinger*  
Des Moines, Iowa

Department of Graduate Studies  
August, 1952.

129056

1952  
Op 2

AN ANALYSIS OF  
THE VOCATIONAL EDUCATION PROGRAMS OF  
SIX MIDDLE WESTERN STATES

BY  
GORDON W. OPEL, B. C. S.

Approved By:

Stuart C. Friedman  
Major Professor

Henry Woodward  
Supporting Professor

Committee

Herbert W. Bohlin  
Dean of Graduate Division

STATE UNIVERSITY LIBRARY  
DES MOINES, IA.

129056

## LIST OF TABLES

Table		Page
1.	Qualifications of State Directors of Vocational Education in Six Middle Western States . . . . .	26
2.	Duties of the State Directors of Vocational Education of Six Middle Western States . . . . .	33
3.	Responsibilities of the Six Midwestern States under the Vocational Education Acts . . . . .	38
4.	Types of Vocational Education Programs Offered in Six Midwestern States . . . . .	40

A letter was addressed to the State Superintendents of Education in Minnesota, Michigan, Illinois, Kansas, Missouri, and Nebraska, requesting a copy of their vocational education manual. Upon receipt of these manuals, the writer studied the different plans and programs to ascertain the qualifications of state directors, the duties of state directors, the responsibilities of the states under the Vocational Education Acts, the types of programs offered, what are the enrollments and costs of the vocational educational program.



In the study he attempted to define any marked trends in vocational education. Tables for comparison of state programs were prepared on the basis of the several manuals studied.

## CHAPTER I

### THE PROBLEMS AND THE PROCEDURE

World events from the 1920's to the present time have emphasized the importance of education so boldly that even the most obtuse person can understand its relation to the basic concerns and welfare of humanity. No free nation can afford to neglect the education of its citizens. Following a long time interest, the writer of this field report determined to study what was being done for the non-professional student in several middle western states whose educational systems have been considered by many educators to be outstanding. Through the study of the vocational educational programs in these states, he hoped to discover trends in vocational education on a state level.

A letter was addressed to the State Superintendents of Education in Minnesota, Michigan, Illinois, Kansas, Missouri, and Nebraska, requesting a copy of their vocational education manual. Upon receipt of these manuals, the writer studied the different plans and programs to ascertain the qualifications of state directors, the duties of state directors, the responsibilities of the states under the Vocational Educational Acts, the types of programs offered, what are the enrollments and costs of the vocational educational program.



In the study he attempted to define any marked trends in vocational education. Tables for comparison of state programs were prepared on the basis of the several manuals studied.

## CHAPTER II

### PRESENT PROGRAMS IN SIX MIDWESTERN STATES

The controlling purpose of vocational education as stated in the Smith-Hughes Act<sup>1</sup> is "To fit for useful employment", i.e., to provide training to develop skills, abilities, understandings, attitudes, working habits, and appreciations, and to impart knowledge and information needed by workers to enter and make progress in employment on a useful and productive basis. Vocational education is an integral part of the total education program. It makes a contribution to the development of good citizens, including their health, social, civic, cultural, and economic interests.

The honor and dignity of work were basic in the creed of the founders of the American democracy. They worked to build a nation of their own, convinced of the importance of each man's contribution to the national expansion. As minds and hands were trained, a greater contribution was possible, and enrichment of personal life was enhanced. Wise use of the wealth of a state so that all of its citizens might enjoy

---

<sup>1</sup> Federal Security Agency, Administration of Vocational Education, Bulletin # 1, rev. 1948 (Washington: Government Printing Office, 1949), p. 59

## CHAPTER II

### PRESENT PROGRAMS IN SIX MIDWESTERN STATES

The controlling purpose of vocational education as stated in the Smith-Hughes Act<sup>1</sup> is "To fit for useful employment", i.e., to provide training to develop skills, abilities, understandings, attitudes, working habits, and appreciations, and to impart knowledge and information needed by workers to enter and make progress in employment on a useful and productive basis. Vocational education is an integral part of the total education program. It makes a contribution to the development of good citizens, including their health, social, civic, cultural, and economic interests.

The honor and dignity of work were basic in the creed of the founders of the American democracy. They worked to build a nation of their own, convinced of the importance of each man's contribution to the national expansion. As minds and hands were trained, a greater contribution was possible, and enrichment of personal life was enhanced. Wise use of the wealth of a state so that all of its citizens might enjoy

---

<sup>1</sup> Federal Security Agency, Administration of Vocational Education, Bulletin # 1, rev. 1948 (Washington: Government Printing Office, 1949), p. 99

fuller, richer lives, involves understanding the maximum possibilities of life, and the ability to use all available resources. This understanding cannot just happen. There must be a plan and a program for carrying these understandings into effect, and no such plan can work unless it includes active participation by the people themselves. That concept is inherent in the fundamental American conviction that democracy cannot function without an educated, informed public.

Fundamentally the idea of an educated and informed public has not changed since a pioneering people worked to control and use the resources of the forests and prairie lands and the mines and waters west of the Alleghenies, but the complexities of living in an industrial, mechanized, urbanized world have brought confusion and muddled thinking, and a compelling need for direction. An informed and enlightened citizenry has become the paramount demand of democracy<sup>1</sup> as a totalitarian concept of government spreads over the world, and an informed and enlightened citizenry involves skills and training for the work which exists and will develop in the fast evolving world of today.

Education for work--vocational education--has become<sup>2</sup> increasingly important, due to the great scientific

---

<sup>1</sup> W. L. Wrinkle and R. S. Gilchrist, Secondary Education for American Democracy (New York: Rinehart & Co. Inc. 1942), pp. 232-33.

<sup>2</sup> Ibid., p. 138.



advancements of the last half-century. From the laboratories of the nation, from the genius of its people, have come inventions and developments which have revolutionized industries, making one occupation obsolete and at the same time creating entirely new fields calling for new skills, techniques, and training. This era of scientific brilliance does not appear to be even approaching its climax. Innovations and developments are now assured which will bring new demands from the agricultural, the business and the industrial world for workers equipped with the new skills, new knowledges and new abilities. Much of this advance has come from the experimental laboratories of industry and from the great universities of the nation. From the public schools must come the working program which will enable the people to utilize and benefit from these developments.

Education in America, throughout its history, has reflected the culture of the day,<sup>1</sup> has kept step with changing needs, has served as the useful instrument of the people. The public schools have sought to advance culture, to give each individual not only the fundamental "three R's" but an appreciation also of his rich inheritance from the past. Now the schools must face today's realities. They are called upon to fit the people for a swiftly changing work life; to make

---

<sup>1</sup> Harold Rugg, Foundation of American Education (New York: World Book Co., 1947), pp. 274-5.

accessible the opportunity for both vocational education and for vocational retraining when changes make new vocational knowledge desirable--or even imperative. The schools must do the research which will keep them informed of the probable needs and be prepared to teach the skills which will be required. They must establish facilities for the training of all the various groups of young people and adults who will find their ultimate niche in life in some occupational area other than that of the ranking professions. Facilities to improve their capacities for earning are applicable to many different groups of people, not only to school-age children.

Vocational education must fit the unemployed for employment. In-school boys and girls who have selected a vocation must be prepared to enter their chosen fields as trained workers. The part-time employed must be enabled to increase their abilities and equip themselves for full-time employment. Those engaged in routine, "robot" jobs which offer little possibility for future promotion, must be assisted in finding a "way out" if they are capable of advancement. Workers employed in fields which do not represent their major interests must be prepared to enter a field in which they will give and find satisfaction. Workers employed in fields which do not require the skills previously mastered must be retrained. The handicapped who are vocationally rehabilitable must be equipped for a self-supporting status. All of these groups must be prepared for useful employment and enabled to improve their

own wage-earning capacities. <sup>12</sup> Vocational education must keep abreast of today's work developments, at least, leading the way whenever these developments can be seen or anticipated with reasonable certainty.

Underlying the vocational educational program, there must be a clear philosophy: that vocational education is not merely job-training, but giving direction toward, and training for, complete and satisfactory living; that five factors are involved, "occupational information, guidance, training, induction into employment, and follow-up."<sup>1</sup> Such a program places serious responsibilities and a heavy load upon educators, but preparation of the people for a complete life always has been, and should continue to be, the charge of the American public school.

The program of vocational education of less than college grade in the United States has been developed in conformity with the provisions of the Smith-Hughes Act, approved by the Congress, February 23, 1917. Supplementary Acts have been enacted from time to time.<sup>2</sup> The latest of these is the Vocational Education Act of 1946, commonly known as the

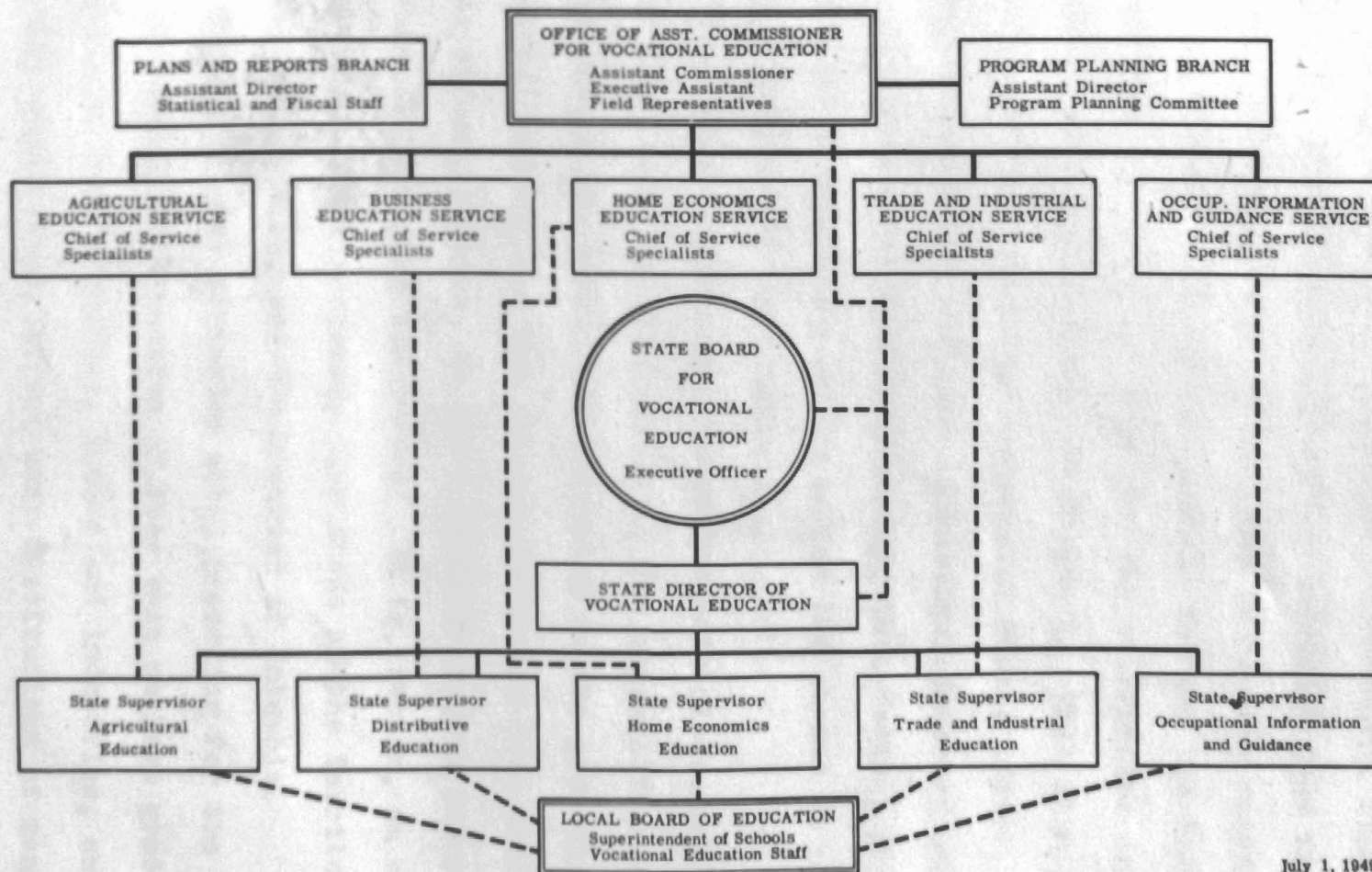
---

<sup>1</sup> George H. Fern, What is Vocational Education (Chicago: American Technical Society, 1944), p. 10.

<sup>2</sup> U.S. Code, Prepared and published under authority of Title 1, Section 52(d) by the Com. on Revision of the Laws and the Com. on the Judiciary of the House of Representatives, V.II (Washington: Government Printing Office, 1947), Title 20.



# FEDERAL-STATE-LOCAL RELATIONS IN VOCATIONAL EDUCATION



July 1, 1949

George-Barden Act. The Smith-Hughes and George-Barden Acts are the only Acts currently effective in vocational education. These and the several other vocational education acts were passed for the purpose of promoting and developing vocational education through a plan for cooperation between the Federal Government and the states. This plan for cooperative organization is portrayed graphically in Figure 1. This plan of cooperation is based upon two fundamental ideas: first, that vocational education is a matter of national interest and essential to the national welfare; second, that Federal funds are necessary to stimulate and to assist the states in making adequate provision for such training.

The Federal vocational education acts place upon the Office of Education the responsibility for cooperating with the state boards for vocational education in the promotion of vocational education. The program resulting from this cooperative effort, however, is not a Federal program under centralized control from Washington. It is, rather, an aggregation of 48 state programs, plus those of the Territory of Hawaii, Puerto Rico, and the District of Columbia.

The vocational education acts, providing for the support of vocational education of less than college grade in agriculture, home economics, trades and industries, and distributive occupations, affect many institutions of many different kinds, located in many different places--institutions training adults in evening classes; part-time schools; day

schools; teacher-training institutions; schools located in small communities; and schools located in cities. From the beginning of the vocational education program it has been recognized that it was neither possible nor desirable for the Federal Government to attempt to deal with these institutions directly; first, because of the practical difficulties involved, and secondly, because the public schools in the states are operated by the communities themselves under state laws and in cooperation with state boards of vocational education.

The needs of two distinct groups of people are recognized by the acts in stating that the education provided shall be designed to meet the needs of persons over 14 years of age who are preparing for, or who have entered upon, the work of various occupations in the fields of agriculture, distributive occupations, home economics, trade and industry. Vocational education is intended to meet the training needs of persons who are preparing for employment and to supplement or extend training for those who are employed. Training opportunities are not restricted to young persons who are enrolled in the regular day schools but are extended to serve all out-of-school youth and adults, both employed and unemployed, who are in need of the kinds of training which can be provided best in organized classes.

One of the first and most important laws providing opportunities for vocational education is the Smith-Hughes Act. The title of this Act reads as follows: "An Act to



provide for the promotion of vocational education; to provide for cooperation with the states in the promotion of such education in agriculture and the trades and industries; to provide for cooperation with the states in the preparation of teachers of vocational subjects ; and to appropriate money and regulate its expenditure."<sup>1</sup>

Three appropriations are made to the states annually by the Federal Government under the authority of the Smith-Hughes Act:

1. For the purpose of paying the salaries of teachers, supervisors, or directors of agricultural subjects, \$3,000,000 are to be allotted to the states in the proportion which their rural population bears to the total rural population of the United States.

2. For the purpose of paying the salaries of teachers of trade, home economics and industrial subjects, \$3,000,000 are to be allotted to the states in the proportion which their urban population bears to the total urban population of the United States.

3. For the purpose of preparing teachers, supervisors, and directors of agricultural subjects, and teachers of trade and industrial and home economics subjects, \$1,000,000 are to

---

<sup>1</sup> Federal Security Agency, Administration of Vocational Education, Bulletin # 1, rev. 1948. (Washington: Government Printing Office, 1948), p. 3.

be allotted to the states in the proportion which their total population bears to the total population of the United States. In order that each state might receive at least \$10,000 under each of the aforementioned appropriations, an additional sum of \$285,000 was set aside. In some instances a state may not be able to qualify for funds under one or more of the specific appropriations. This additional appropriation insures a minimum allotment to the state. The law further provides that each dollar of Federal money must be matched by at least another dollar of state or local money, to be expended under the supervision and control of a state board for vocational education for the same purpose that Federal money is being expended. The law also provided that Federal funds were to be used only as reimbursement to schools for expenditures already incurred.

This Act established the principle that direct responsibility for carrying on the work of vocational education rests upon the states. The Act does not provide for any organization or direction of vocational education by the Federal Government or its representatives.

Another law which followed the Smith-Hughes Act by a few years was the George-Barden Act of July 1, 1946. The title of this Act reads as follows: "To amend the Act of June 8, 1936, (George-Dean Act) relating to vocational education, so as to provide for the further development of vocational education in the several States and Territories."

---

<sup>1</sup>  
Ibid., p.106.

Unlike the Smith-Hughes Act, which appropriates funds for vocational education, the George-Barden Act only authorizes the appropriation of funds as follows:

Sec. 3. (a) For the purpose of assisting the several States and Territories in the further development of vocational education, there is authorized to be appropriated for the fiscal year beginning July 1, 1946, and annually thereafter,

(1) \$10,000,000 for vocational education in agriculture, to be apportioned for expenditure in the several States and Territories in the proportion that their farm population bears to the total farm population of the States and Territories.

(2) \$8,000,000 for vocational education in home economics, to be apportioned for expenditure in the several States and Territories in the proportion that their rural population bears to the total rural population of the States and Territories.

(3) \$8,000,000 for vocational education in trade and industry, to be apportioned for expenditure in the several States and Territories in the proportion that their non-farm population bears to the total non-farm population of the States and Territories.

(4) \$2,500,000 for vocational education in distributive occupations, to be apportioned for expenditure in the several States and Territories in the proportion that their total population bears to the total population of the States and Territories.

(b) The funds appropriated under the authority of paragraphs (1) to (4) inclusive, of subsection (a) may be used for assisting the several States and Territories, for the purposes therein specified, in the maintenance of adequate programs of administration, supervision, and teacher-training; for salaries and necessary travel expenses of teacher-trainers, vocational counselors, supervisors and directors of vocational education and vocational guidance; for training and work-experience training programs for out-of-school youths; for training programs for apprentices; for purchase or rent of equipment and supplies for vocational instruction.

(c) Notwithstanding the provisions of subsection (a) the amount to be available for expenditure in any State or Territory shall not be less, for any fiscal year, than \$40,000 each for vocational education in agriculture, in home economics, and in trades and industry; \$15,000<sup>1</sup> for vocational education in distributive occupations.

---

<sup>1</sup>  
Ibid., p.87.



With but few exceptions, all the provisions of the Smith-Hughes Act apply also to the George-Barden Act.

## CHAPTER III

### TABLES OF COMPARISON OF PROGRAMS

In carrying out its responsibilities under the Federal vocational education acts, the Division of Vocational Education of the United States Office of Education provides assistance to the states in the several fields of vocational education. Among the activities carried on are some which are conducted almost entirely by the Office of Education, but most of them require close cooperation with the states. The activities of the Division of Vocational Education are grouped as follows:

A. Those in which the chief responsibility for both planning and operation rests with the Division of Vocational Education:

1. Administering the national program of vocational education under the provisions of the Federal Vocational Education Acts.
2. Working on the national and inter-state levels with public and private agencies and groups on activities relating to vocational education.

B. Those in which the states have the chief

responsibility for both planning and operation, but in which the Division of Vocational Education cooperates:

1. Identifying the instructional needs of individuals and

CHAPTER III

opportunities and needs.

#### TABLES OF COMPARISON OF PROGRAMS

2. Planning, developing, conducting, and administering

In carrying out its responsibilities under the Federal vocational education acts, the Division of Vocational Education of the United States Office of Education provides assistance to the states in the several fields of vocational education. Among the activities carried on are some which are conducted almost entirely by the Office of Education, but most of them require close cooperation with the states. The activities of the Division of Vocational Education are grouped as follows:<sup>1</sup>

A. Those in which the chief responsibility for both planning and operation rests with the Division of Vocational Education:

only with 1. Administering the national program of vocational education under the provisions of the Federal Vocational Education Acts.

2. Working on the national and inter-state levels with public and private agencies and groups on activities relating to vocational education.

B. Those in which the states have the chief

---

<sup>1</sup> Ibid., p.11.

responsibility for both planning and operation, but in which the Division of Vocational Education cooperates:

1. Identifying the instructional needs of individuals and communities on the basis of occupational opportunities and trends.
2. Planning, organizing, supervising, and administering vocational education programs.
3. Developing instructional materials and suitable standards for facilities for vocational education.
4. Selecting and training instructors and counselors, supervisors, administrators, and other professional personnel.
5. Improving and developing instructional and guidance procedures in vocational education.
6. Evaluating vocational education programs.

In all matters concerning the state programs of vocational education, the Office of Education deals officially only with members of the staff of the state board for vocational education.

The main responsibility for administering the Federal vocational education acts and for cooperating with the states in the development of their vocational education programs has been delegated by the United States Commissioner of Education to the Assistant Commissioner for Vocational Education, who heads the Division of Vocational Education



of the Office of Education. In addition to an administrative staff, the Division includes five services:

1. Agricultural education service.
2. Business education service.
3. Home economics education service.
4. Trade and industrial education service.
5. Occupational information and guidance service.

For each of these services there is a chief, an assistant chief, and a number of specialists working in cooperation with the states for the development of programs of vocational education in their respective fields. These services also work together in programs of vocational education which cut across the several fields. They provide leadership and give assistance to the states in the promotion, development, and operation of all education programs having vocational objectives, or contributing to them. The work done by these services is financed entirely from appropriations made by the Congress for the Office of Education. None of the funds appropriated by the Congress for allotment to the states may be used for work done by the Office of Education.

The vocational education acts require that, in order to benefit from the provisions of the acts, each state, through its legislative authority, must designate or create a state board, consisting of not less than three members, and having all necessary powers to cooperate with the United States Office of Education in the administration of the provisions

of the acts. The Office of Education refers to all such boards as State Boards for Vocational Education, although that may not be the official name of the board as provided by state law. In most states the official at the head of the state education system serves as the executive officer of the Board for Vocational Education.

The organizational pattern at the state level is similar in many respects to that of the Federal Division of Vocational Education. The state organization consists of a director of vocational education with an administrative staff, and, in most instances, one or more supervisors and teacher trainers for each of the fields of vocational education--agriculture, distributive occupations, home economics, and trades and industry--and supervisors and counselor-trainers for vocational guidance. It is the responsibility of the state board for vocational education to promote, develop, improve, and supervise the vocational education program in that state. The state board is also responsible for administering the Federal funds used in the program.

The Federal vocational education acts require that each cooperating state, as a condition for receiving Federal money, prepare a plan outlining the kinds of vocational education for which it is proposed that the appropriations shall be used, and showing how the program will be operated, including plans for training vocational teachers and counselors.

State plans also include standards for the qualifications of teachers, supervisors, and directors. Such standards vary from state to state as shown in Table 1.

These plans, which serve as a contractual agreement between the Federal Government and the state, are submitted to the Office of Education, where they are examined carefully. If the Office of Education finds the plan submitted by the state "to be in conformity with the provisions and purposes"<sup>1</sup> of the Federal vocational education acts, the plan is approved. A state may revise and amend its plan at any time. The United States Office of Education certifies payment of Federal funds to a state only if the state's plan has been approved. The funds are sent to the state treasurer, who is the custodian of Federal funds within the state. The state board for vocational education has full authority regarding expenditure of these funds. All expenditures of Federal Vocational Education funds and state and local funds used to match Federal funds must be spent in accordance with the provisions of the approved state plan.

The administrative staff of a state board is usually made up of a state director and such other persons as are needed for the promotion, organization, coordination, and

---

<sup>1</sup> United States Code, 1946 Ed., Plans and Reports by State Boards to be submitted to Federal Security Agency. Vol. II. (Washington: Government Printing Office, 1946), p. 2189.



direction of the total Vocational Education program in the state. The Office of Education recognizes the state boards' responsibility for designing the positions on its staff, delineating the responsibilities of each position, and determining the relationships and accountability of staff members.

The qualifications necessary to qualify for the position of state director differ widely in the six midwestern states. Table 1 indicates that Minnesota requires the applicants for the position of State Director to be graduates of an approved four year college course during which they shall have majored in one of the four special services: agriculture, homemaking, trade and industrial, or distributive education. The applicants must also have Master's Degrees with a major in the field of administration of education or vocational education. They must have had at least five years of successful teaching experience and five years of administrative, supervisory, or teacher-training experience. The applicants must have had at least three years of work experience in one of the before mentioned special fields.

Michigan requires only a four year college degree with a major in one of the four special services: agriculture, homemaking, trade and industrial, or distributive education. The State of Illinois requires only that the applicant be physically and mentally able to handle the position of state director. Kansas requires the applicant to be a graduate of a four year college where his major was in one of the four

27

special services; to have also a Master's Degree with a major in the field of administration of education or vocational education. Missouri requires that applicants for the position of state director be graduates of an approved four year college with a major in agriculture, home-making, trade and industrial education, and the applicants must have had at least three years of work experience in the field of administration of education or vocational education.

TABLE 1

QUALIFICATIONS OF STATE DIRECTORS OF VOCATIONAL EDUCATION IN SIX MIDDLE WESTERN STATES

STATES REPRESENTED IN SURVEY	QUALIFICATIONS* OF STATE DIRECTORS			
	(1)	(2)	(3)	(4)
States				
Minnesota	x	x	x	x
Michigan	x			
Illinois				
Kansas	x	x		
Missouri	x	x	x	x
Nebraska	x			

\* Qualifications:

(1) Technical and Professional Education. He shall be a graduate of an approved four year college course during which time he shall have majored in one of the five special services: agriculture, homemaking, trade and industrial, distributive education, or guidance.

(2) He shall have a Master's Degree with a major in the field of administration of education or vocational education.

(3) Experience. He shall have had at least five years of successful teaching experience and five years of administrative, supervisory, or teacher-training experience.

(4) He shall have had at least three years of work experience in one of the following vocational fields: agriculture, homemaking, trade and industrial, or distributive education.

special services; to have also a Master's Degree with a major in the field of administration of education or vocational education. Missouri requires that applicants for the position of state director be graduates of an approved four year college with a major in one of the four special services: agriculture, homemaking, trade and industrial, or distributive education, and the applicants must also have a Master's Degree in the field of administration of education or vocational education. The applicants must have had at least five years of successful teaching experience together with at least five years of administrative, supervisory, or teacher-training experience. They must have had at least three years of work experience in one of the four special services. Nebraska requires only that the applicant be a graduate of an approved four year college and have majored in one of the four special services.

A state director of vocational education is a person who is directly responsible for the administration, supervision, and promotion of the vocational education program and the coordination of the work of local supervisors. Minnesota, as shown in Table 2, requires that the state director fulfill these specific duties: be responsible to the state board for vocational education for the administration, supervision, and promotion of the vocational education program and the application of state policies as approved by the state board. He shall approve all applications for reimbursement on expenditures for the vocational education program. He shall prepare



budgets and other material dealing with all matters pertaining to vocational education to be submitted to the State Board for Vocational Education for its action. The state director shall administer and supervise teacher-training in vocational education in the state with the assistance of the supervisors in the special fields. The state director shall be responsible for auditing the vocational education accounts and shall secure applications for qualified candidates for positions to be filled by the State Board for Vocational Education on the vocational education staff and shall make recommendations to the State Board for the employment of such personnel. The state director shall prepare, with the assistance of staff members, bulletins, reports, and other materials necessary for the conduct and improvement of the services of vocational education. The state director shall visit a sufficient number of vocational education programs to be conversant with the various phases of the vocational education program in the state. He must also approve all tentative budgets submitted by local superintendents for funds to be encumbered for the following scholastic year. The state director shall be responsible for the compilation and preparation of all official reports on vocational education which are to be submitted to the United States Office of Education. He shall maintain a system of financial records for the purpose of providing complete and accurate data for the expenditures of state and Federal funds for the administration of vocational education. He shall maintain a system

of records providing general statistical and descriptive data so as to give the necessary data to the United States Office of Education. The state director in Minnesota shall also be responsible for studies and investigations of the vocational education program for the improvement of administration and shall assist other state school authorities and representatives of commerce, industry, agriculture, labor and others in matters pertaining to the vocational education program.

Michigan requires of its state director that he shall be responsible to the State Board for Vocational Education for the administration, supervision, and promotion of the vocational program and the application of state policies as approved by the State Board. The state director shall prepare, with the assistance of staff members, bulletins, reports, and other materials necessary for the conduct and improvement of the services of vocational education. He shall visit a sufficient number of vocational education programs to be conversant with the various phases of the vocational education program in the state. The state director shall also be responsible for studies and investigations of the vocational education program for the improvement of administration. He shall assist other state school authorities and representatives of commerce, industry, agriculture, labor and others in matters pertaining to the vocational education program.

In the State of Illinois the state director shall perform such duties as may be necessary to fulfill the pos-

ition of state director.

Kansas requires its state director to be responsible to the State Board for Vocational Education for the administration, supervision, and promotion of the vocational program and the application of state policies as approved by the State Board. He shall approve all applications for reimbursement on expenditures for the vocational education program. He shall prepare budgets and other material dealing with all matters pertaining to vocational education to be submitted to the State Board for Vocational Education for its action. He shall administer and supervise teacher-training in vocational education in the state with the assistance of the supervisors in the special fields. The state director of Kansas shall be responsible for auditing the vocational education accounts for all expenditures made by local boards of education. He shall prepare, with the assistance of staff members, bulletins, reports, and other materials necessary for the conduct and improvement of the services of vocational education. He shall visit a sufficient number of vocational education programs to be conversant with the various phases of the vocational education program in the state. The state director shall approve all tentative budgets submitted by local superintendents for the following scholastic year. He shall be responsible for the compilation and preparation of all official reports on vocational education which are to be submitted to the United States Office of Education. He shall maintain a system of



financial records for the purpose of providing complete and accurate data for the expenditures of state and Federal funds for the administration of vocational education. He shall maintain a system of records providing general statistical and descriptive data so as to give the necessary data to the United States Office of Education.

The State of Missouri requires its state director to be responsible to the State Board for Vocational Education for the administration, supervision, and promotion of the vocational program and the application of state policies as approved by the State Board. The state director shall administer and supervise teacher-training in Vocational education in the state with the assistance of the supervisors in the special fields and he shall also secure applications for qualified candidates for positions to be filled by the State Board for Vocational Education on the vocational education staff and shall make recommendations to the State Board for the employment of such personnel. He shall prepare, with the assistance of staff members, bulletins, reports, and other materials necessary for the conduct and improvement of the services of vocational education. He shall visit a sufficient number of vocational education programs to be conversant with the various phases of the vocational education program in the state. The state director of vocational education in Missouri shall be responsible for studies and investigations of the vocational education for the improvement of administration.

He shall assist other state school authorities and representatives of commerce, industry, agriculture, labor and others in matters pertaining to the vocational education program.

Nebraska requires that the state director be responsible to the State Board for Vocational Education for the administration, supervision, and promotion of the vocational program and the application of state policies as approved by the State Board. He shall approve all applications for reimbursement on expenditures for the vocational education program. He shall prepare budgets and other materials dealing with all matters pertaining to vocational education to be submitted to the State Board for Vocational Education for its action. He shall administer and supervise teacher-training in vocational education in the state with the assistance of the supervisors in the special fields. He shall be responsible for auditing the vocational education accounts for all expenditures made by local boards of education. He shall secure applications for qualified candidates for positions to be filled by the State Board for Vocational Education on the vocational education staff and shall make recommendations to the State Board, for the employment of such personnel. He shall prepare with the assistance of staff members bulletins, reports, and other materials necessary for the conduct and improvement of the services of vocational education. He shall visit a sufficient number of vocational education programs to be

qualified for positions to be filled by the State Board for

TABLE 2--Continued

TABLE 2

## DUTIES OF THE STATE DIRECTORS OF

## VOCATIONAL EDUCATION IN THE SIX

## MIDDLE WESTERN STATES

STATES REPRESENTED IN SURVEY	DUTIES* OF THE STATE DIRECTORS							
	(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)
Minnesota	x	x	x	x	x	x	x	x
Michigan	x					x		x
Illinois								
Kansas	x	x	x	x		x	x	
Missouri	x		x		x	x		x
Nebraska	x	x	x	x	x	x	x	x

## \*Duties of State Director:

(1) The State Director of Vocational Education shall be responsible to the Executive Officer and the State Board for Vocational Education for the administration, supervision, and promotion of the vocational program and the application of state policies as approved by the State Board.

(2) He shall approve all applications for reimbursement on expenditures for the vocational education program. He shall prepare budgets and other material dealing with all matters pertaining to vocational education to be submitted to the State Board for Vocational Education for its action.

(3) He shall administer and supervise teacher-training in vocational education in the state with the assistance of the supervisors in the special fields.

(4) He shall be responsible for auditing the vocational education accounts for teacher-training and for all expenditures made by local boards of education.

(5) He shall secure applications for qualified candidates for positions to be filled by the State Board for



TABLE 2--Continued

Vocational Education on the vocational education staff and shall make recommendations to the State Board, through the Executive Officer, for the employment of such personnel.

(6) He shall prepare, with the assistance of staff members, bulletins, reports, and other materials necessary for the conduct and improvement of the services of vocational education. He shall visit a sufficient number of vocational education programs to be conversant with the various phases of the vocational education program in the state.

(7) He shall approve all tentative budgets submitted by local superintendents for funds to be encumbered for the following scholastic year. He shall be responsible for the compilation and preparation of all official reports on vocational education which are to be submitted to the United States Office of Education. He shall maintain a system of financial records for the purpose of providing complete and accurate data for the expenditures of state and Federal funds for the administration of vocational education. He shall maintain a system of records providing general statistical and descriptive data so as to give the necessary data to the United States Office of Education.

(8) He shall be responsible for studies and investigations of the vocational education program for the improvement of administration. He shall assist other state school authorities and representatives of commerce, industry, agriculture, labor and others in matters pertaining to the vocational education program.

In the operation of programs of vocational education the states have the primary responsibility of reporting to the United States Office of Education. The Office of Education as the Federal agency in the cooperative arrangement for the national program does not organize or operate vocational schools or classes. The states have certain responsibilities which are assigned to them by the several Federal Acts.

conversant with the various phases of the vocational education program in the state. The state vocational education director of Nebraska shall approve all tentative budgets submitted by local superintendents for funds to be encumbered for the following scholastic year. He shall be responsible for the compilation and preparation of all official reports on vocational education which are to be submitted to the United States Office of Education. He shall maintain a system of financial records for the purpose of providing complete and accurate data for the expenditures of state and Federal funds for the administration of vocational education. He shall maintain a system of records providing general statistical and descriptive data so as to give the necessary data to the United States Office of Education. He shall also be responsible for studies and investigations of the vocational education program for the improvement of administration. He shall assist other state school authorities and representatives of commerce and industry, agriculture, labor and others in matters pertaining to the vocational education program.

In the operation of programs of vocational education the states have the primary responsibility of reporting to the United States Office of Education. The Office of Education as the Federal agency in the cooperative arrangement for the national program does not organize or operate vocational schools or classes. The states have certain responsibilities which are assigned to them by the several Federal Acts.

Table 3 shows the responsibilities of the six middle western states under the vocational education acts.

The manuals of vocational education of the six middle western states studied show that all six states have appointed their State Treasurers as custodians of all funds for vocational education as provided in such Acts and have charged the State Treasurers with the duty and responsibility of receiving and providing for the proper disbursement of moneys paid to the state and appropriations made under the provisions of such Act.

Minnesota has designated the State Board of Education as the State Board for Vocational Education. This Board has authority to prepare, adopt, and submit a state plan for Vocational Education to the United States Commissioner of Education for approval. The Minnesota State Board for Vocational Education has full power to represent the state in any and all matters concerned with the distribution and disbursement of funds received from the United States Government by the State and to appropriate and use said moneys in whatever way will, in its discretion, best serve the interests of the State and carry out the spirit and intent of the Act of Congress of February 23, 1917, and subsequent Acts for this purpose, in conformity with this provision. The State Board for Vocational Education also shall have authority to appoint such officials and assistants as may be necessary to administer the state employment policy.

The States of Michigan and Illinois have appointed



their State Treasurers as custodians of all vocational educational funds in conformity with the Act of Congress of February 23, 1917 and subsequent Acts but have not indicated a need for any other fixed responsibilities under the Vocational Education Acts.

Kansas has designated the State Board of Education as the State Board for Vocational Education. This Board has authority to prepare, adopt, and submit a State plan for Vocational Education to the United States Commissioner of Education for approval. The State Treasurer of Kansas is appointed custodian of all funds for vocational education as provided in such Acts and is charged with the duty and responsibility of receiving and providing for the proper disbursements of moneys paid to the State and appropriations made under the provisions of such Acts.

The State Board of Education of the State of Nebraska is designated as the State Board for Vocational Education. This Board has authority to prepare, adopt, and submit a State plan for Vocational Education to the United States Commissioner of Education for approval. The State Board for Vocational Education has full power to represent the State in any and all matters in reference to the distribution and disbursement of funds received from the United States Government by the State and to appropriate and use said moneys in whatever way will, in its discretion, best serve the interests of the State and carry out the spirit and intent of the Act of Congress of

February 23, 1917, and subsequent Acts for this purpose, in conformity with this provision. The State Treasurer is appointed custodian of all funds for vocational education as provided in such Acts and with the duty and responsibility RESPONSIBILITIES OF THE SIX MIDWESTERN STATES UNDER THE VOCATIONAL EDUCATION ACTS

STATES REPRESENTED	RESPONSIBILITIES* OF STATE BOARDS			
	(1)	(2)	(3)	(4)
Minnesota	x	x	x	x
Michigan			x	
Illinois			x	
Kansas	x		x	
Missouri	x	x	x	x
Nebraska	x	x	x	x

\*Responsibilities of State Boards:

(1) The State Board of Education is designated as the State Board for Vocational Education. This Board has authority to prepare, adopt, and submit a State Plan for Vocational Education to the United States Commissioner of Education for approval.

(2) The State Board for Vocational Education has full power to represent the State in any and all matters in reference to the distribution and disbursement of funds received from the United States Government by the State and to appropriate and use said moneys in whatever way will, in its discretion, best serve the interests of the State and carry out the spirit and intent of the Act of Congress of February 23, 1917, and subsequent Acts for this purpose, in conformity with this provision.

(3) The State Treasurer is appointed custodian of all funds for vocational education as provided in such Acts and is charged with the duty and responsibility of receiving and providing for the proper disbursement of moneys paid to the State and appropriations made under the provisions of such Act.

(4) The State Board for Vocational Education shall have authority to appoint such officials as may be necessary to administer the state employment policy.

February 23, 1917, and subsequent Acts for this purpose, in conformity with this provision. The State Treasurer is appointed custodian of all funds for vocational education as provided in such Acts and is charged with the duty and responsibility of receiving and providing for the proper disbursement of moneys paid to the State and appropriations made under the provisions of such Act. The State Board for Vocational Education of Nebraska shall have authority to appoint such officials and assistants as may be necessary to administer the state employment policy.

Table 4 shows the various vocational education programs offered by the six states considered in this investigation: agriculture, homemaking, distributive education, trade and industrial, and guidance.

The digest of reports from states and territories for the fiscal year ending June 30, 1950, emphasizes the continuous growth of vocational education. Enrollment in all types of federally aided vocational classes increased from 3,095,513 in 1949 to 3,363,684 in 1950, or 268,171 in just one year's time. In fact, enrollment in each type of program increased steadily from 1918 to 1950, except during the depression and war years.<sup>1</sup>

---

<sup>1</sup> Federal Security Agency, Digest of Annual Reports of State Boards for Vocational Education, (Washington: Government Printing Office, 1950), p. 1.



The total expenditure in the fiscal year 1950 of \$129,088,570.65 for vocational education which met the standards set in the Smith-Snyder-Snyder Act included \$26,622,922. TYPES OF VOCATIONAL EDUCATION PROGRAMS OFFERED IN SIX MIDWESTERN STATES

STATES REPRESENTED	TYPES OF PROGRAMS OFFERED *				
	(1)	(2)	(3)	(4)	(5)
Minnesota	x	x	x	x	x
Michigan	x	x	x	x	x
Illinois	x	x	x	x	x
Kansas	x	x	x	x	x
Missouri	x	x	x	x	x
Nebraska	x	x	x	x	x

\* Types of Programs Offered:  
 (1) Agriculture  
 (2) Homemaking  
 (3) Business  
 (4) Trade and Industrial  
 (5) Guidance

The total expenditure in the fiscal year 1950 of \$129,085,670.65 for vocational education which met the standards set in the Smith-Hughes and George-Barden Acts included \$26,622,938.12 from Federal funds, \$40,521,695.35 from state funds, and \$61,941,037.18 from local funds. These expenditures represent an increase of \$214,956.07 from Federal funds, \$10,082,760.22 from state funds, and \$3,657,582.78 from local funds. Expressed in percentages, these increases are 0.8 from Federal funds, 33.1 from state funds, 6.3 from local funds, and 15.5 per cent from state and local funds combined.

Federal funds expended under the Smith-Hughes and George-Barden Acts must be matched by the States and Territories, dollar for dollar, with state or local funds, or both. In the fiscal year 1950, the states and territories contributed \$3.85 for every dollar of Federal funds expended in all fields of vocational education.

most were often in order to satisfy the total number of people enrolled. The third trend is that specialization is replacing generalization in subject matter. The total number of general salesmanship classes, for example, has been sharply reduced although enrollment in such classes is still high with respect to the total number enrolled. The general salesmanship class has given way to a series of classes dealing with specific subjects such as, Marketing Trends, Customer Relations, Purchasing and Store Accounting. New course materials prepared in the several

states in specialized fields give evidence of these healthy trends.

On the debit side of the program, it must be noted that there is no apparent uniformity in the operational organizations in the states.

#### CHAPTER IV

CONCLUSIONS

The manuals of vocational education of the six mid-western states studied, reflect three principal trends in vocational education which this writer believes are healthy. The first one seems to be that coverage, i.e., the number of classes and courses, is improved. The number of classes and the titles they bear, such as, Selective Timber Cutting, Timber Thinning, Transplanting, Forest Products, give evidence of better coverage of a general subject, such as, Farm Forestry. The second noticeable trend is that enrollment per class is smaller. The mass-meeting type of class has been replaced by small classes which meet more often in order to satisfy the total number of people enrolled. The third trend is that specialization is replacing generalization in subject matter. The total number of general salesmanship classes, for example, has been sharply reduced although enrollment in such classes is still high with respect to the total number enrolled. The general salesmanship class has given way to a series of classes dealing with specific subjects such as, Marketing Trends, Customer Relations, Purchasing and Store Accounting. New course materials prepared in the several



states in specialized fields give evidence of these healthy trends.

On the debit side of the program, it must be noted that there is no apparent uniformity in the operational organizations in the states with respect to who operates the formal courses in teacher training. Whether formal courses are given by a collegiate institution or by the state or local school organization, there is usually some arrangement with a state-designated collegiate institution to grant college credit for courses successfully completed. For example, the responsibility for operating the Trade and Industrial Teacher Training Program on the state level is borne by colleges and universities designated by the State Board for Vocational Education; or by supervisory employees of State Departments of Education; or by special teacher-trainers employed by State Departments of Education. Some of the methods used are on-campus courses during the collegiate year, in-service training for groups of teachers held at central points throughout the state, correspondence courses conducted by a state-designated teacher training institution, individual instruction by local and state supervisors, summer sessions conducted by state-designated colleges and universities and conferences and workshops conducted by state-designated institutions. The sources studied in this survey indicate that the number of alternatives offered for the responsibility of conducting Teacher Training Programs has led to a less formal

Program. It is noted, however, that Teacher Training Programs are provided in all states with varying degrees of emphasis.

The annual reports made by the participating states to the United States Office of Education indicate enrollments in all phases of vocational education increased 268,171 in 1950 over the total enrollment figure of 3,095,513 in 1949. The costs of the Vocational Education Program have also increased. The total cost of the 1950 program of \$129,085,670.65 is an increase of \$13,954,299.07.

A lack of consistency of professional growth is shown in the six states used in the survey. Five of the six states require professional training at least equivalent to the Bachelor's Degree, with three of the five states requiring professional training at least equivalent to the Master's Degree. The five states requiring professional training also require that the professional training be a major in one of the five services: agriculture, homemaking, distributive education, trade and industrial, or guidance.

The survey shows the six states are more similar with respect to the duties of the state directors. This fact is attributed in part to the spirit and intent of the States to carry out the Act of Congress of February 23, 1917, and the subsequent acts and also the inter-change of ideas and information between the six midwestern states for the general improvement of the Vocational Educational Program.

Three of the six states surveyed have accepted only the minimum responsibilities for organization of vocational education programs as set forth in the Vocational Education Acts. The three remaining states have carried out the law and adopted procedures to guarantee the smoothest performance between the Federal Government and the State.

All of the six states in the survey have adopted a uniform program of services offered to its citizens. The five types of programs as suggested by the Federal Government are being offered in the six states investigated.

Cooperative working relationships between Federal, state and local officials continue to be of the highest level. This has been most helpful to school officials in the establishment and maintenance of vocational programs in keeping with community needs and practices in industry, as well as with the interests and requirements of youth and adult groups.

Hosblom, Arthur S., *School Administration*. Cambridge, Mass.: The Riverside Press, 1928.

Payne, Arthur F., *Organization of Educational Institutions*. New York: McGraw-Hill Book Co., Inc., 1928.

Rugg, Harold, *Foundations and Development of Education*. New York: World Book Co., 1927.

Shurtle, Carroll L., *Vocational Education: Its Development and Application*. New York: Prentice-Hall, Inc., 1928.

Wirth, Fremont E., *Formal and Informal Education*. New York: D. Appleton-Century Co., 1924.

Wright, J. C., Allen, Charles R., *The Supervision of Vocational Education*. New York: John Wiley & Sons, 1928.



Wright, J. C., Allen, Charles R. Efficiency in Vocational Education. New York: John Wiley & Sons, 1926.

Wrinkle, William L., Gilchrist, Robert S. Secondary Education for American Democracy. New York: Macmillan Co., Inc., 1934.

## BIBLIOGRAPHY

### Books

Bloomfield, Meyer. Readings in Vocational Guidance. Boston: Ginn and Co., 1915.

Davis, F. G., et al. Pupil Personnel Service. Scranton, Pennsylvania: The International Textbook Co., 1948.

Eaton, Theodore H. Education and Vocations. New York: John Wiley & Sons, Inc., 1926.

Educational Policies Commission. Education for all American Youth. Washington, D. C.: National Education Assoc., 1944.

Fern, George H. What is Vocational Education. Chicago: American Technical Society, 1944.

Harms, Harm. Methods in Vocational Business Education. Cincinnati, Ohio: Southwestern Publishing Co., 1949.

Jacobson, Paul B., Reavis, William C. Duties of School Principals. New York: Prentice-Hall, Inc., 1949.

Moehlman, Arthur B. School Administration. Cambridge, Mass.: The Riverside Press, 1940.

Payne, Arthur F. Organization of Vocational Guidance. New York: McGraw-Hill Book Co., Inc., 1925.

Rugg, Harold. Foundations for American Education. New York: World Book Co., 1947.

Shartle, Carroll L. Occupational Information, Its Development and Application. New York: Prentice-Hall, Inc., 1946.

Wirth, Fremont P. Forman's Our Republic. New York: D. Appleton-Century Co., 1944.

Wright, J. C., Allen, Charles R. The Supervision of Vocational Education. New York: John Wiley & Sons, 1926.

Wright, J. C., Allen, Charles R. Efficiency in Vocational Education. New York: John Wiley & Sons, 1929.

Wrinkle, William L., Gilchrist, Robert S. Secondary Education for American Democracy. New York: Rinehart & Co., Inc., 1948.

### Public Documents

Federal Security Agency. Administration of Vocational Education. Bulletin # 1. General Series # 1. rev. 1948. Washington: Government Printing Office, 1949.

Federal Security Agency. Annual Report. Office of Education. Washington: Government Printing Office, 1952.

Federal Security Agency. Digest of Annual Reports. Office of Education. Washington: Government Printing Office, 1951.

Federal Security Agency. The Federal-State Vocational Education Program. Office of Education. Washington: Government Printing Office, 1950.

Federal Security Agency. High School Staff and Size of School. Circular # 317. Office of Education. Washington: Government Printing Office, 1950.

Federal Security Agency. Higher Education. Office of Education. Washington: Government Printing Office, 1950.

Federal Security Agency. The Organization of Federal Activity in Education. Brief Description of Selected Educational Programs in the Federal Government. Washington: Government Printing Office, 1947.

Federal Security Agency. Funds for Education. Leaflet # 27. Office of Education. Washington: Government Printing Office, 1946.

United States Code. Committee on Revision of Laws and the Committee on Judiciary, House of Representatives. Containing the General and Permanent Laws of the United States in force on January 2, 1947, as to Vocational Education. Vol. II. Titles 16 to 26 inclusive. Washington: Government Printing Office, 1947.

Reports

Michigan People need Vocational Education. A Manual for the Vocational Education program in the State. Published by the State of Michigan, 1948.

The Minnesota State Plan for Vocational Education. A Manual for the Vocational Education program in the State. Published by the State of Minnesota, 1952.

Missouri State Plan for Vocational Education. A Manual for the Vocational Education program in the State. Published by the State of Missouri, 1952.

The Nebraska State Plan for Vocational Education. A Manual for the Vocational Education program in the State. Published by the State of Nebraska, 1952.

State of Illinois. A Manual for the Vocational Education program in the State. Published by the State of Illinois, 1949.

Vocational Education in Kansas. A Manual for the Vocational Education program in the State. Published by the State of Kansas, 1948.

Program Suggestions for Committees on Education. United States Chamber of Commerce. (N.D.)

Social Legislation Information. A Report prepared under the direction of Bernard Locker, exec. director Social Legislation Information Service. Washington, 1951.